



Virginia Governor's Children's Cabinet Annual Report 2015-2016

Presented to the Honorable Governor Terence R. McAuliffe

October 2016





Virginia Governor's Children's Cabinet

In 2014, Governor McAuliffe's Executive Order 21 established the Commonwealth's first Children's Cabinet, a cross-secretariat, multi-agency collaborative created to better align policies and programs in support of our shared goal of serving Virginia's youngest citizens.

The existence of the Children's Cabinet has created a unique opportunity for us to work cooperatively to set shared priorities, align policies and programs, launch and support cross-agency initiatives, and foster collaboration with and among our agencies.

Over the past two years, those efforts have been successful by a variety of measures.


Consider the "Classrooms not Courtrooms Initiative", an interagency effort led by the Children's Cabinet to curb the number of students disproportionately referred to law enforcement and subject to exclusionary school discipline. Through this effort, the state is collecting new data to help inform our intervention strategies; has hosted new joint training with educators and law enforcement; and has provided model guidance and policies for local communities.

One of the Children's Cabinet's greatest strengths is its ability to cultivate relationships and foster cross-agency communication. The impacts of this may be less tangible, but they are no less real, as evidenced by the collaborative initiatives the Cabinet has fostered and the amplification it has provided to critical issues and needs.

We are grateful to Governor McAuliffe for his visionary leadership in establishing the Children's Cabinet and honored to be a part of this innovative group. We look forward to continuing to serve the children of our great Commonwealth.

Respectfully,


Dietra Y. Trent, Ph.D.
Secretary of Education


William A. Hazel, Jr., M.D.
Secretary of Health & Human Resources

2015-16 Members of the Children's Cabinet



William A. Hazel, Jr.,
Co-Chair
Secretary of Health &
Human Resources



Dietra Y. Trent,
Co-Chair
Secretary of
Education



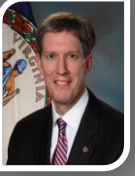
Anne Holton,
Former Co-Chair
Former Secretary
of Education



Dorothy
McAuliffe
First Lady of
Virginia



Ralph Northam
Lieutenant
Governor of
Virginia



Todd Haymore
Secretary of
Commerce &
Trade



Maurice Jones
Former Secretary
of Commerce &
Trade



Brian Moran
Secretary of Public
Safety & Homeland
Security



About Virginia Governor's Children's Cabinet

**Dedicated to the education, health, safety,
and welfare of Virginia's children & youth**

The Children's Cabinet was established to develop and implement a comprehensive policy agenda related to the wellbeing of youth from birth to age 21 throughout the Commonwealth. It evaluates and recommends strategies to optimize and align local, state, and federal public resources, along with public-private partnerships, to enhance current and prospective programs and services for Virginia's children and their families, particularly those at highest risk.



Governor McAuliffe signing the Children's Cabinet Executive Order 21 in August 2014

Achieving Our Goals

Leading Initiatives and Advancing Policy



Leading the Classrooms not Courtrooms Initiative

Reduce student suspensions, expulsions, referrals to law enforcement, and the disparate impact of these practices on minorities and students with disabilities



Leading the Challenged Schools Initiative

Enhance educational outcomes and workforce readiness in Petersburg, Norfolk, and Richmond by facilitating a replicable model to improve student achievement through high quality partnerships, including wraparound services

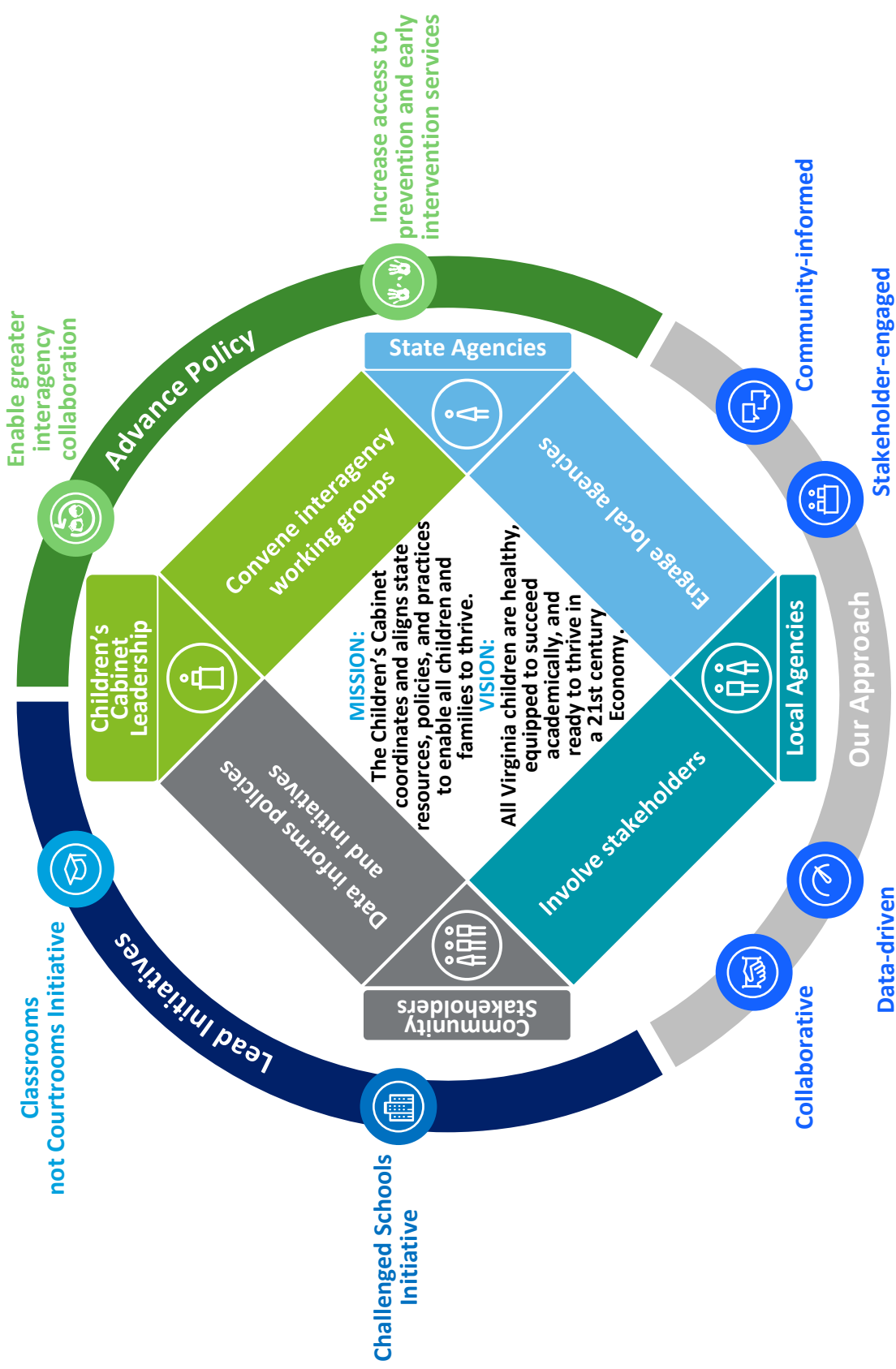


Advancing policy

Enable greater access to prevention services, high quality physical and behavioral health, nutrition, early childhood programs, stable housing, workforce training, social services, and community supports through schools and other convenient points of service



Facilitating Communication, Forging Connections, and Fostering Collaboration





Timeline of Children's Cabinet Milestones

2014

2015

2016

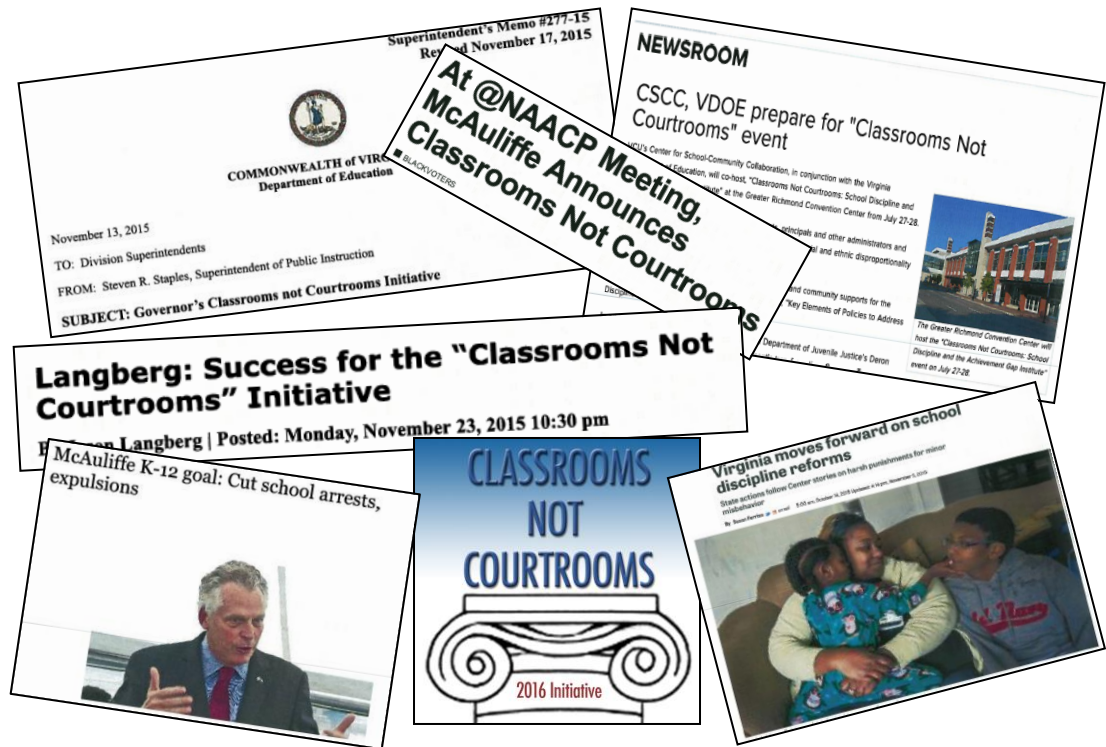
Lead Initiatives	Advance Policy		Challenged Schools
	2014	2015	2016
Classrooms not Courtrooms	<ul style="list-style-type: none"> • Summer '14: Established the Children's Cabinet under Governor's Executive Order 21 • Summer '14: Established the Commonwealth Council on Childhood Success under Governor's Executive Order 22 	<ul style="list-style-type: none"> • Spring '15: Received USDA Demonstration Grant for End Child Hunger • Fall '15: Provided policy recommendations, helped shape Governor's signature biennial budget • Winter '15: Facilitated the development of a memorandum of agreement (MOA) for foster youth in DJJ 	<ul style="list-style-type: none"> • Spring '16: Aligned interagency advocacy to support Virginia Longitudinal Data System • Spring '16: Biennial budget goes into effect with 9 of the Children's Cabinet 12 priorities included • Spring '16: Supported budget amendment to provide \$2M for school breakfast • Spring '16: Granted General Assembly approval for Fostering Futures, providing mentoring and familial support to Foster youth through age 21 • Spring '16: Supported curriculum development of School Resource Officer (SRO) program • Summer '16: Facilitated development of SRO program guide and MOU • Summer '16: Hosted the School Discipline and the Achievement GAP Institute • Spring '16: Supported VDOE's strategy institute on attendance and truancy • Spring '16: PCPS Supported the return of Algebra Project • Spring '16: PCPS Collaborated cross-agency to place more social workers in elementary schools • Spring '16: Received grant from NGA for fostering cross-sector collaboration • Summer '16: UVA completed a study on absenteeism for Challenged Schools
	<ul style="list-style-type: none"> • Summer '15: Launched Classrooms not Courtrooms initiative • Summer '15: Received workgroup recommendations and performance measures for this at risk of DJJ referrals • Summer '15: Facilitated MOU improving data quality and cross-agency data sharing • Fall '15: Virginia Tech awarded grant to examine patterns of referrals to DJJ • Fall '15: Cabinet Endorsed recommendations and performance measures for this initiative • Fall '15: Selected school divisions for Virginia Tiered System of Supports cohort • Fall '15: Initiated work in Petersburg through the City Partnership with the Schools (PCPS) • Fall '15: Interviews with schools to determine areas of highest need 	<ul style="list-style-type: none"> • Winter '15: PCPS Introduced winter break programming for at-risk students during First Lady's visit to Petersburg 	<ul style="list-style-type: none"> • Summer '16: Celebrated Petersburg's inaugural year as summer feeding sponsor • Summer '16: Claude Moore Foundation invested in PCPS • Summer '16: Created summer teen pass • Summer '16: Supported Richmond City applications for federal Choice & Promise Neighborhood grants • Fall '16: United Way became backbone organization



Overview of Children's Cabinet Initiatives



Classrooms not Courtrooms



In April 2015, the Center for Public Integrity (CPI) analyzed U.S. Department of Education's Office for Civil Rights (OCR) data and highlighted the number of students referred to law enforcement from schools. The report found that Virginia led the nation with referrals at a rate of 15.8 students per 1,000 compared to the national average of 6 students per 1,000. Nearly 16 out of every 1,000 Virginia students were referred by schools to law enforcement in the 2011-2012 school year, which was three times the national average.

Given the significance of the issue, Governor Terry McAuliffe asked the Children's Cabinet to recommend policy changes to improve the likelihood of youth remaining and being successful in schools rather than entering the juvenile or criminal justice system as a result of school-related behavioral issues. The members of the Children's Cabinet convened a workgroup consisting of agency heads and personnel from the Department of Criminal Justice Services (DCJS), Department of Juvenile Justice (DJJ), and Virginia Department of Education (VDOE). They were charged with examining these issues and providing recommendations for schools and communities. The ultimate goal of this initiative is to safely keep students in classrooms – not courtrooms, while giving special consideration to disproportionate minority and disability suspensions, expulsions, referrals to law enforcement, and juvenile intake rates.

The Children's Cabinet identified nine recommendations to reduce the number of students referred to law enforcement from schools.

Source: Ferriss, Susan, *Virginia tops nation in sending kids to cops, courts: Where does your state rank?* The Center for Public Integrity, April 10, 2015.



Highlights from Classrooms Not Courtrooms Initiative



Success story: The Classrooms Not Courtrooms initiative addresses disproportionate referrals to law enforcement for minority and disabled students.

ISSUE

According to the CPI report, minority and disabled students were referred to law enforcement at a disproportionate rate in comparison to their counterparts. (Note: In the data CPI collected, schools did not have to explain the reason for the referral and a referral did not necessarily result in an arrest or court action.) CPI found:

- Students were referred to law enforcement at a rate of 15.8 per 10,000 students.
- Over 38 percent of referrals to law enforcement in Virginia were black students, yet black students make up only 24 percent of the student population.
- 30 percent of the referred students had a disability when only 14 percent of students in Virginia have disabilities.

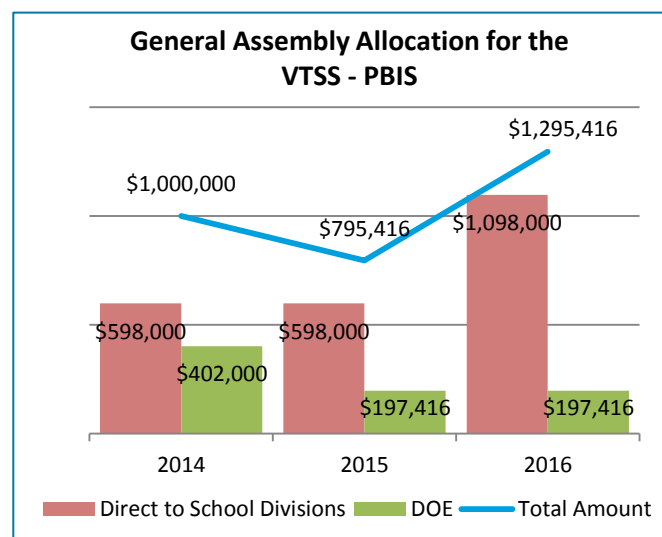
SOLUTION

The Children's Cabinet endorsed nine recommendations to address the issue:

- Improve data quality and cross-agency data sharing by 1) conducting a comprehensive review of schools' reporting of school incidents and school and law enforcement data; 2) identifying gaps or inconsistencies in reporting; and 3) expanding cross-agency information sharing.
- Develop curricula for joint training opportunities for school personnel, School Resource Officers (SROs), law enforcement, parents, and members of the community.
- Expand Virginia Tiered Systems of Supports (VTSS) and Positive Behavioral Intervention & Supports (PBIS)
- Propose legislation to amend the *Code of Virginia* to prohibit the use of detention for a violation of a valid court order when the underlying offense is a Child in Need of Supervision.
- Enhance funding for student services positions, including assistant principals, counselors, school social workers, school psychologists, and nurses to provide wrap-around services.
- Revise the Model SRO Memorandum of Understanding (MOU) and Program Guide (has not been done since 2004).
- Expand eligibility for services through the Children's Services Act.
- Provide inter-agency monitoring of implementation of the nine endorsed recommendations.

IMPACT

- DJJ improved its data collection methods for school year (SY) 2015-2016 to identify when school officials or SROs were referring youth to DJJ. The data shows that 15% of all Commonwealth complaints to DJJ were by school officials.
- DOE improved its data collection for (SY) 2016-17 to include 1) in-School-Suspension assignments; 2) referrals to law enforcement that result in charges filed; and 3) instances when education is provided during suspension/expulsion.
- SRO training curricula, program guide, and model MOU are being updated, for the first time in 10 years, by a diverse committee of experts in various fields.
- Virginia Tech received a grant to examine school referrals and discipline, juvenile justice intake data, and school safety scores. This study identifies the factors, policies, and practices that contribute to school referrals to the juvenile justice system and analyzes which schools are performing well and which need additional support. Preliminary data show likely referral rate from schools to law enforcement resulting in court action is 2.3 per 1,000 students.
- A data work group with DCJS, DOE, & DJJ is reviewing cross-system data to identify outliers across Virginia.



Prior to 2014, General Funds were not specifically allocated for funding and supporting VTSS and PBIS. The year represents the General Assembly allocation year. The corresponding school year begins in the Fall of the same calendar year.



Overview of Children's Cabinet Initiatives



Challenged Schools



N O R F O L K



I AM
PETERSBURG
VIRGINIA

The Children's Cabinet is committed to enhancing educational outcomes and workforce readiness in Petersburg, Norfolk, and Richmond through the Challenged Schools Initiative. These three school divisions were selected because they have the highest percent of unaccredited schools in the state. With the smallest population of the three divisions, the Children's Cabinet decided to initially focus on Petersburg. The goal was to learn how to effectively build trust, engagement, support, and collaboration with localities and then apply the lessons to Richmond, Norfolk, and other localities.

While the Cabinet was open to investing new resources for evidence-based, locally driven programs and policies, it first hoped to improve outcomes by facilitating better coordination between local and state child-serving entities. The Virginia Department of Education (VDOE) sought to improve academic outcomes in the Challenged Schools Initiative through: 1) enhanced quality of teacher preparation, teaching, and instruction; 2) strengthened school leadership; and 3) improved community supports to maximize readiness to learn. VDOE exclusively focused on the first two objectives, while the Children's Cabinet's focused on the third objective with an emphasis on improving student attendance. To move the needle on attendance, the Children's Cabinet worked with Petersburg to design interventions targeting physical health, mental health, housing stability, prevention services, school climate, and discipline practices so students come to school ready to learn.

Four Petersburg schools improved overall pass rates on state assessments in the past year

Number of Schools that have Improved, Maintained, or Declined SOL Test Pass Rates

Pass Rate Change	Reading	Mathematics
Improved (5% or more increase)	4	4
Maintained (within 5%)	2	2
Declined (5% or more decrease)	1	1

Source: Virginia Department of Education Student Assessment Data; Data current as of September 20, 2016

Note: Petersburg City closed one school prior to the 2016-2017 school year, so these are the pass rates for the 7 schools open during the 2015-2016 school year.



Highlights from Challenged Schools Initiative



Success story: The Challenged Schools Initiative builds local capacity to help students come to school ready to learn.

ISSUE

Petersburg's rate of chronic absenteeism was 21.5%, over twice the state average of 10.3%. Research shows that attendance is directly correlated with academic achievement. Furthermore, the University of Virginia found that Petersburg students who were chronically absent had lower pass rates than students who attended school regularly.

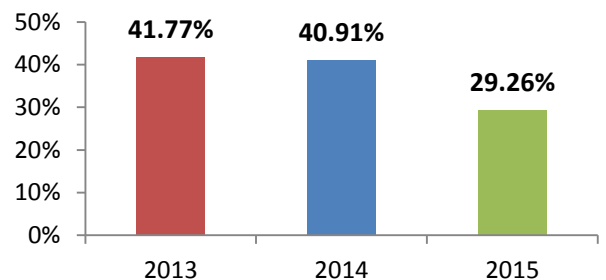
SOLUTION

The Children's Cabinet, Petersburg City government, Petersburg City Public Schools, and community members joined to form the "City and Schools Partnership," an interagency collaboration co-chaired by the Superintendent and City Manager. The partnership began in September 2015 and brought together schools and city agencies with the shared goal of increased student attendance through improved collaboration and high quality partnerships. Because some challenges facing Petersburg required additional political, human, or financial resources, the Virginia Governor's Children's Cabinet and its respective state agencies collaborated in the effort. The Partnership established six work groups that were co-chaired by local and state leaders: 1) Nutrition, 2) Health, 3) Housing, 4) School climate, 5) Out-of-school programming, and 6) Academic engagement. Each of these work groups created goals and work plans that would help ensure students arrived to school ready to learn. Teams identified the specific local needs, and all available resources, including the state level resources, that could be leveraged in meeting the needs.

IMPACT

- A grant was awarded to place three social workers in Petersburg schools.
- 12 trainings on trauma-informed care are planned for diverse, child-serving agencies across the city
- Over 500 students accessed free meals, public transportation, and activities at the library and YMCA during winter and summer breaks.
- Pilot project is planned to stabilize housing for students.
- The Algebra Project, a national model in STEM education, returned to Petersburg, training 67 teachers.
- The United Way became the backbone organization and is raising funds for a full time partnership director.
- Petersburg City Public Schools became a Summer Food Service Program (SFSP) sponsor and provided 3,000 meals on a daily basis across 15 feeding sites in Petersburg. The school district no longer relies on external stakeholders to feed students in the summer.
- The Partnership was recognized when the U.S. Secretary of Education, the U.S. Secretary of Agriculture, a U.S. Congressman, the First Lady of Virginia, and the Virginia Secretary of Education visited Petersburg to celebrate collaboration between Children's Cabinet, Petersburg City and Schools Partnership, and No Kid Hungry VA.
- The Children's Cabinet supported five grant applications for the Challenged Schools Initiative through letters of support and/or technical assistance. One grant has been awarded, and the remaining four are still under review.

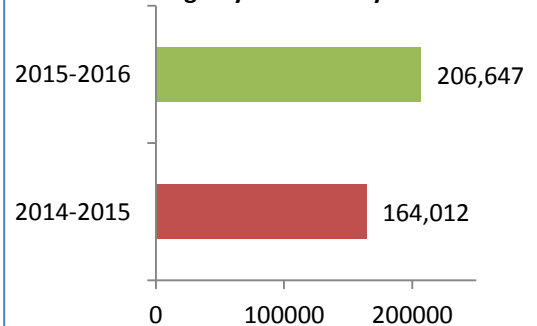
Three-Year Trend in Chronic Absenteeism Rate within Petersburg City Public Schools



Source: Virginia Department of Education Student Record Collection
Data current as of September 20, 2016

Note: Chronic absenteeism is defined as missing 10% or more of school year


Breakfast Meals Served within Petersburg City Elementary Schools



Source: Virginia Department of Education School Nutrition Program
Data current as of September 20, 2016



Highlights from Policy Advancement

 **Success story:** The Children's Cabinet facilitated a collaboration between the Department of Social Services (DSS) and the Department of Juvenile Justice (DJJ) to improve outcomes for youth involved in both systems.

ISSUE

There was a gap in the continuum of services when juveniles in foster care and DSS custody were committed to DJJ. It was unclear which agency was responsible for a foster care child's social, academic, and legal needs throughout the adjudication process.

SOLUTION

Under leadership of the Children's Cabinet, DJJ and DSS entered into an Memorandum of Agreement (MOA) that clarified the processes, roles, and responsibilities of Locally Operated DSS and DJJ when a youth was involved in both systems. The MOA outlined timeframes, responsible parties, and protocols to ensure the child's wellbeing throughout their transition between systems. Examples of MOA guidelines include joint attendance at delinquency court hearings, data sharing agreements, coordination of Family Partnership Meetings, and regular interagency communication schedules.

IMPACT

- Over the past year, eight youth have been served under the DJJ/DSS MOA.
- The process has led to much greater collaboration between the local DSS and DJJ in planning for the care of these children, both while in commitment and returning to the community.
- DJJ and DSS are planning to update the MOA to reflect lessons learned from the first year of implementation, incorporate the Fostering Futures Program, and plan for future needs.
- While funding was secured for the eight youth, only three localities requested funding to assist with managing the cases. This suggests that the new process does not require additional funds to better serve these young people and that the coordinated system is advantageous to local agencies.

The Virginia Departments of Social Services and Juvenile Justice

JOINT GUIDANCE

*Pertaining to the
Memorandum of Agreement between the
Virginia Departments of
Social Services and Juvenile Justice*

*Re: Children in Foster Care Committed to
the Department of Juvenile Justice
(with a projected release date
prior to the child's 18th birthday)*

DECEMBER 2015



Next Steps

In the coming year, the Children's Cabinet will focus on growing our impact and measuring our outcomes.

Grow Our Impact



Collaborate with more stakeholders

Invite more agencies and partners to collaborate with the Children's Cabinet



Expand Classrooms not Courtrooms

Be data-driven in identifying localities with highest need and target resources accordingly

Extend Challenged Schools Initiative

Share lessons learned from Petersburg and adapt the initiative for Richmond, Norfolk, and other areas



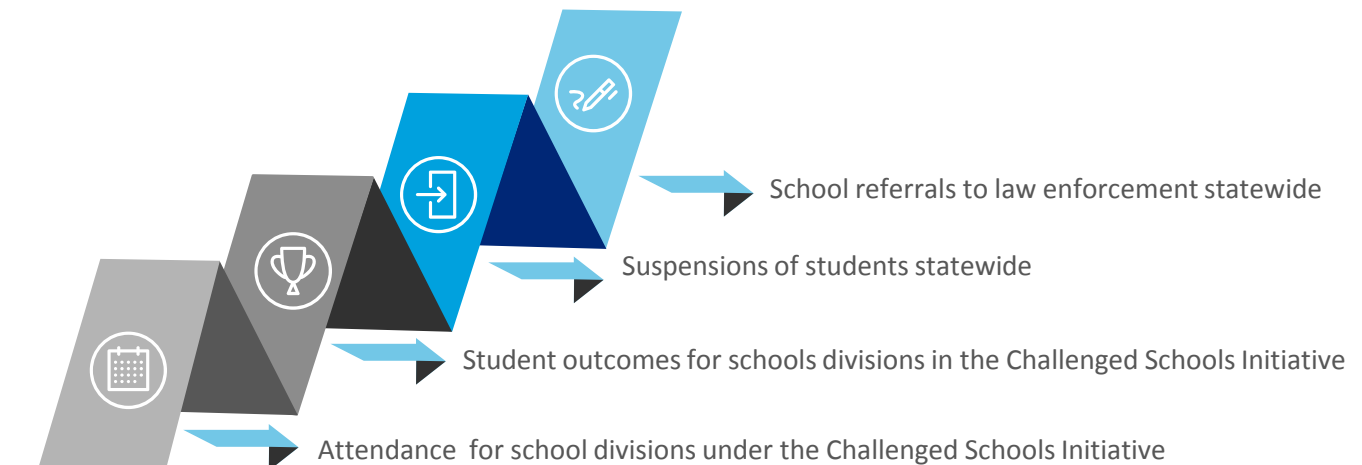
Welcome new Cabinet members

Welcome co-chair, Secretary Dietra Trent, and Secretary Todd Haymore, as new members of the Children's Cabinet, and gratitude to Anne Holton and Maurice Jones for their leadership and service



Measure Our Outcomes

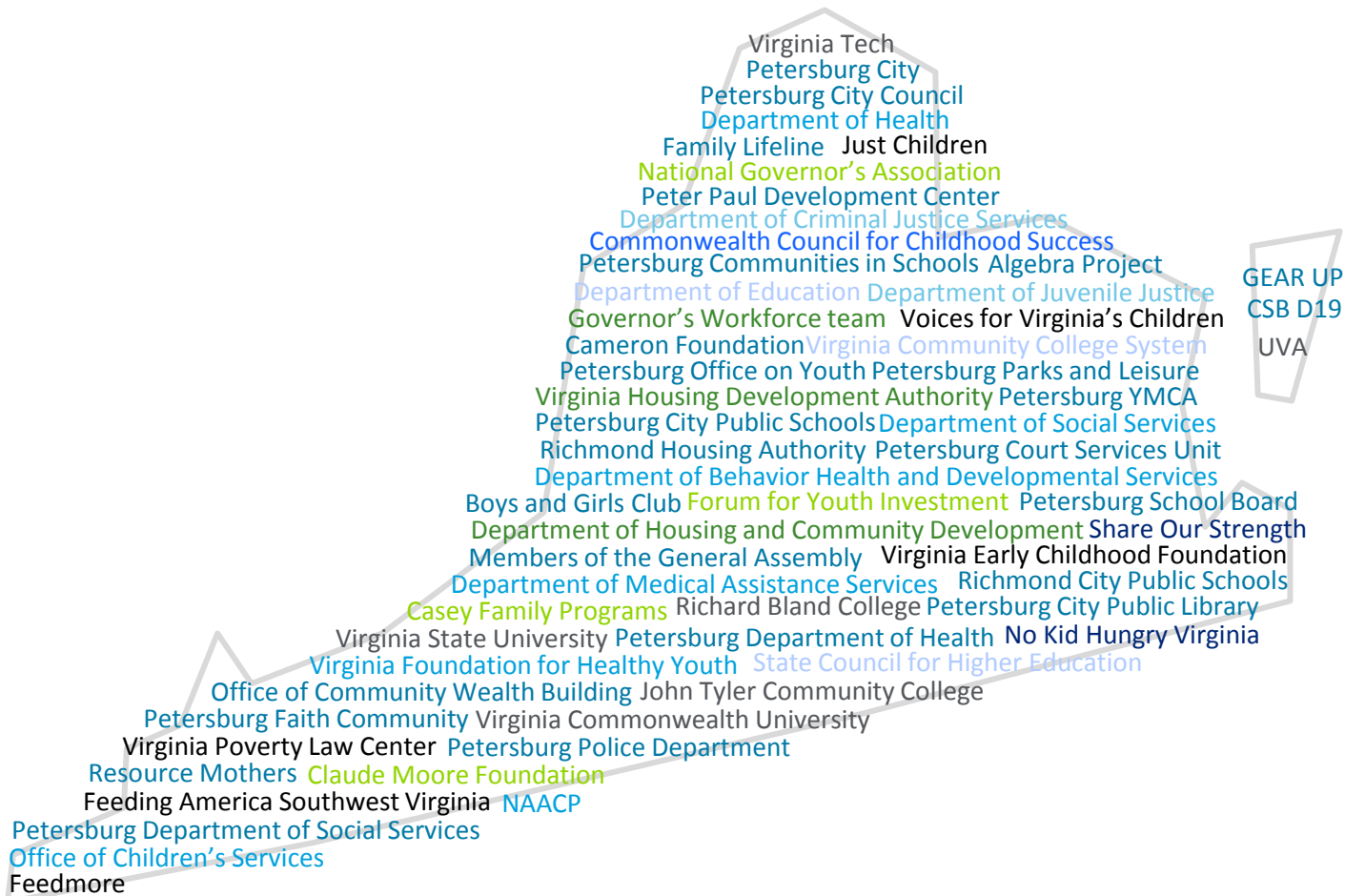
In future years, the Children's Cabinet will measure outcomes across four dimensions





Acknowledging Children's Cabinet Partners

The Children's Cabinet would like to thank Governor Terry McAuliffe for his leadership and show appreciation to partners for their support and involvement.



Special thanks to Deloitte Consulting LLP for helping the Children's Cabinet with the design of this annual report.

**For more information on the Virginia Governor's Children's Cabinet,
please visit our website or contact us:**

<http://governor.virginia.gov/childrenscabinet>

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Appendix: Descriptions of Children's Cabinet Milestones

Below are details on the Cabinet's achievements over the past two years.

Detailed Milestones for Influencing Policy.

• Summer '14:

–Executive Order 21 (Children's Cabinet). The Children's Cabinet shall develop and implement a comprehensive policy agenda related to the education, health, safety, and well-being of youth throughout the Commonwealth. It shall evaluate and recommend strategies to optimize and align local, state, and federal public resources, and public-private partnerships to enhance current and prospective programs and services for Virginia's children and their families, particularly those at highest risk.

–Executive Order 22 (Commonwealth Council on Childhood Success). The Commonwealth Council on Childhood Success shall regularly report to the Governor and the Children's Cabinet. In coordination with the Children's Cabinet and relevant state agencies, it will serve as a central coordinating entity to identify opportunities and develop recommendations for improvement including, but not limited to 1) funding for preschool, 2) kindergarten readiness, 3) strategies to close the achievement gap in early elementary years, 4) the quality and accountability of child care programs and providers, and 5) coordination of services for at-risk families.

• **Fall '14:** The Children's Cabinet facilitated the development of a Memorandum of Agreement (MOA) to ensure the needs of foster youth who are committed to the juvenile justice system continue to be met

• **Spring '15:** \$8.8 million USDA Demonstration Grant to End Child Hunger was awarded to Southwest VA and Richmond;

• **Fall '15:** Children's Cabinet provides Governor with policy recommendations on 12 of the most pressing funding needs related to Children's Cabinet priorities and helped shape his signature biennial budget.

• **Winter '15:** The Virginia Pay for Success (PFS) Council asked the Children's Cabinet to provide letters of support in order to secure a grant for a feasibility study around home visiting services in Virginia. PFS believes that Children's Cabinet support was essential to receiving the award

• Spring '16:

–Biennial budget went into effect with 9 of the Children's Cabinet 12 priorities fully or partially funded, including significant investments in home visiting services, juvenile justice transformation efforts, support for foster care youth, breakfast after the bell, and new funding for the state's public preschool program.

–Approved by the General Assembly, Fostering Futures provides additional years of mentoring and familial support during critical young adult years, increasing the likelihood that these youth will become productive members of the community.

–Virginia Longitudinal Data System received support through General Assembly after Children's Cabinet aligned advocacy across agencies in support

–\$2 million (over two years) breakfast budget incentive passed legislation

–Establishment of HB 46 School Readiness Committee

Detailed Milestones for Leading the Classrooms not Courtrooms Initiative.

• Summer '15:

–Departments of Criminal Justice Services (DCJS), Juvenile Justice (DJJ), and Education (VDOE) signed a memorandum of understanding to support collaboration with Virginia Tech to complete quantitative and qualitative research for data quality improvement and cross-agency data sharing.

–Classrooms not Courtrooms' workgroup submitted a report to the Governor's Children's Cabinet of recommendations to address the significant number of students referred to law enforcement or to juvenile court services units (CSUs) from schools.

• Fall '15:

–The Governor's Children's Cabinet members endorsed nine recommendations and performance measures to implement.

–Thirteen school divisions were selected for the latest Virginia Tiered System of Supports (VTSS) cohort.

• Winter '15-'16:

–REL (Regional Education Laboratory) Appalachia partnered with VDOE to identify gaps or inconsistencies in reporting data from the data dictionary of the school discipline, law enforcement reporting, and CSU data components.

• Spring '16:

–The Virginia Center for School and Campus Safety at DCJS selected Dr. Anne Atkinson, President of PolicyWorks, as a contractor to update and revise the School Resource Officer (SRO) Program Guide, develop a model MOU to provide a template for schools & law enforcement, and review/update the current SRO Training Curriculum.

–VDOE's Office of Student Services sponsored a two-day spring institute on April 12-13, '16 entitled Every Student, Every Day: Strategies to Address Attendance & Truancy.

• Summer '16:

–HB 487 (McClellan) became effective to amend § 9.1-110 of the Code of Virginia to relieve SROs employed pursuant to the CRO Grants program through DCJS from the requirement of enforcing school board rules and codes of student conduct as a condition of their employment.

–The Classrooms not Courtrooms: School Discipline and the Achievement GAP Institute was held on July 28-29 to inform school personnel on transforming policies and procedures to advance evidence-based programming in systematic and tiered approach that increases school connectedness and decreases racial and ethnic disproportionality in school discipline.

DJJ Transformation Milestones in Winter '16:

–The Children's Cabinet assisted DJJ in the 2016 General Assembly session in reinvesting funds saved by the closure of Beaumont Juvenile Correctional Center, which will be used for additional programs and services for youth in their communities.

Detailed Milestones for Leading the Challenged Schools Initiative.

• **Fall '14:** Challenged Schools state interagency liaison team formed

• **Fall '15:** Initiated work in Petersburg through the City Partnership with the Schools to bring together interagency state and local government, nonprofits, businesses, and foundations to address pressing challenges around health, housing, school climate, out of school opportunities, nutrition, and student engagement.

• **Fall '15:** VDOE visited schools in Richmond, Norfolk, and Petersburg to identify areas of highest need

• **Winter '15:** First Lady visited Petersburg to announce winter break programming that served 253 students to reduce suspensions and juvenile intakes around the holidays

• Spring '16:

–The Algebra Project received \$150,000 of state funds to return to Petersburg

–Received grant from NGA: Fostering Cross-Sector Collaboration to Address the Health and Success of Children and Families. Award provided technical assistance to sustain Petersburg City Partnership. As a result, the United Way agreed to be backbone and raise funds to hire a Partnership director.

–Through state and local collaboration between the VA Department of Social Services and Petersburg City Public Schools, a grant was awarded to place three additional social workers in Petersburg schools

• Summer '16:

–U.S. Secretary of Education, U.S. Secretary of Agriculture, Congressman Robert C. "Bobby" Scott, the First Lady of Virginia, and Virginia Secretary of Education all visited Petersburg to celebrate their inaugural year as a summer feeding sponsor through the collaborative effort of the Children's Cabinet, Challenged Schools Initiative, Petersburg City Partnership with the Schools, and No Kid Hungry Virginia

–The Claude Moore Foundation provided the Children's Cabinet \$25,000 to support their work with the Petersburg City Partnership with the Schools

–The City Partnership with the Schools created a summer pass that allowed over 250 Petersburg teens to use YMCA, bus system, and library for free.

–Children's Cabinet began to support Richmond City Public Schools through their application for a federal Choice Neighborhood grant and a federal Promise Neighborhood grant